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23 January 1959

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Immigration and Naturalization Service Pre-Inspection Program

1. This memorandum is for information only.

2. In accordance with your request, following is the current situation with regard to General SWING's proposed pre-inspection program abroad as known to this Staff from informal discussions with officials of other Government agencies.

3. General SWING is very much interested in establishing a pre-inspection program abroad so that immigrants can be admitted at the U.S. port of entry without further interview. He states that he is primarily interested in doing this in accordance with the desire of President EISENHOWER to streamline international travel. Pre-inspection has been carried out in Bermuda and Canada for the past seven years. General SWING is immediately interested in establishing this program in Cuba and Mexico. A previous attempt in 1954 to set up this machinery in Cuba failed to get the necessary approval.

4. General SWING is presently negotiating with the Department of State on the matter of pre-inspection. It is understood that State is very much opposed as they feel that it might lead to I&NS absorbing visa issuance functions. The Bureau of the Budget is also interested from the point of view of funds and assignment of additional personnel. Should present negotiations fail, it is believed that I&NS will then refer the matter to the Attorney General. It is generally felt that if no accord is reached with State, the matter might be presented to the National Security Council, and might necessitate additional legislation before implementation.

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5. In the meantime, after the proposed law, which would have permitted I&NS to take over the visa-issuing function, did not pass in the last Congress, the Department of State entered into an agreement with Justice to permit I&NS to place certain additional representatives abroad to participate in the review of visa applications to determine eligibility for entry into the United States. I&NS had a particularly strong position to justify this request because of a recent amendment to the Immigration and Naturalization Act permitting consideration of persons previously found ineligible because of criminal records, moral turpitude, or similar reasons, but who had relatives previously admitted to the United States. In these cases, and there are many, I&NS must conduct considerable investigation before actual entry and a large part of this must be done abroad. Following this agreement, I&NS has assigned about ten representatives abroad in addition to those already assigned in "heavy business" areas such as Vienna, Mexico City, and Havana. It is understood that I&NS now has placed representatives in Hong Kong, Montreal, Tokyo, Frankfurt, Naples, Rome, and Athens; and consideration is also being given to assignments in London, Lisbon, and Copenhagen.

6. Mr. S. J. Papich (or a knowledgeable Government official) has made the observation that some of these I&NS representatives abroad are "pretty sharp boys" who are GS-14's or above and that he felt that it was General SWING's intention to raise their grades to GS-15 or higher. He further observes that over and above visa-issuing responsibilities, General SWING, being very intelligence-minded, wants to have representatives abroad so that he can see "what's going on" and make his own observations on political developments which would possibly affect the entry of certain aliens into the United States.

7. The I&NS representatives presently abroad work closely with the consular sections of the Embassies. It is believed that they raise questions as they see fit in the case of controversial individuals and may have the right to question applicants directly. It is further believed that they are undoubtedly of help to the consular sections in visa cases, and other knotty problems of border-crossing, itinerant labor, Chinese fraud cases, etc.

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8. It may be significant to note that I&NS has now appointed an "Associate Deputy Commissioner in Charge of Travel Control". The bill to transfer visa-issuing functions to I&NS has been re-introduced at the current Congress on 7 January (HR 376).

James Angleton
Chief, Counter Intelligence Staff

cc: DDCI

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